

# BUREAU OF ENVIRONMENT

## CONFERENCE REPORT

**SUBJECT: Monthly SHPO-FHWA-ACOE-NHDOT Cultural Resources Meeting**

**DATE OF CONFERENCES: July 12, 2012**

**LOCATION OF CONFERENCE: John O. Morton Building**

**ATTENDED BY:**

**NHDOT**

John Butler  
Sheila Charles  
Jill Edelmann  
Cathy Goodmen  
Brian Lombard  
Don Lyford  
Kevin Nyhan  
Alex Vogt

**Federal Highway  
Administration**

Jamie Sikora

**NHDHR**

Laura Black  
Edna Feighner

**Albacore Park  
(Port of Portsmouth  
Maritime Museum  
Association)**  
Ken Herrick

**City of Portsmouth**  
David Allen

**Friends of  
Albacore Park**  
Jack Hunter

**Portsmouth  
Historical Society**  
Richard Candee

*(When viewing these minutes online, click on an attendee to send an e-mail)*

### **PROJECTS/PRESENTATIONS REVIEWED THIS MONTH:**

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*(When viewing these minutes online, click on a project to zoom to the minutes for that project)*

July 12, 2012

#### **Haverhill, 14154 (no federal number)**

**Participants: Cathy Goodmen, NHDOT**

Cathy Goodmen presented information on the NH Route 10 improvements involving slope changes, guardrail installation, underdrain installation, and road widening adjacent to the cow pasture at Knoxland Farm (formerly Ingalls Farm). The project goal is to repair and stabilize the failing steep slope on the west side of the road. Discussions with the landowner indicated he had no concerns with the proposed design. A concrete culvert is being added under the driveway. A 2:1 slope will be created from the guardrail to the electric fence at the toe of the slope, and a 4:1 slope will continue into the cow pasture.

Laura Black and the consensus of participants concurred the project has No Adverse Effect because the post-work landscape would look the same as current, but requested photo documentation include before and after images that include the view sheds.

Following the meeting, a review of the NHDHR archaeological sites file indicated the Ingalls Site (27-GR-0112) is situated 4350 feet northwest of NH Route 10 and the end of the driveway.

**Concord, 66017K**

**Participants: Brian Lombard, NHDOT**

The proposed strengthening of the Merrimack River Bridge #1.72 (13964), a steel open deck Warren Truss Railroad Bridge found individually eligible for the National Register of Historic Places in 2000, was previously reviewed by NHDHR through the wetlands application. The previous plans to stabilize the north pier cannot be carried out due to the discovery of rubble within the piers and not stacked stone. New stabilization efforts will include encasing the failing east (downstream) end of the pier by drilling and grouting dowels into the granite blocks, installing a mat of reinforcing steel and pouring an 8 inch thick concrete face on the downstream end of the pier. The remaining three sides of the pier will remain exposed cut granite.

Brian Lombard indicated brush and tree debris have already been removed. The project also includes cleaning, mortaring, repairing/replacing new rocker shoes (in kind). The project involves a 5 year wetlands permit, and the bridge is inspected annually. The intent is also to not put a toe wall in with the current repairs.

Laura Black mentioned it is important to keep the larger pier that carried auto traffic, as the other bridge pier was previously replaced with a much smaller footprint.

It was agreed that the project, as proposed today, would have a No Adverse Effect on the historic resources, because the impacts are limited to the failing east end of the pier, and the remainder of the pier would not be impacted. Jill Edelmann will draft the No Adverse Effect memo for review and signature.

**Barnstead, X-A001(174), 14121E**

**Participants: Don Lyford and Jill Edelmann, NHDOT**

Jill Edelmann and Don Lyford provided updates to NHDHR and FHWA regarding impacts to the project area. It was discussed that a Phase IA was completed by UMASS in 2009, and that the recommended survey and monitoring would be completed as part of this project after it was reviewed at the Public Hearing. It was pointed out to Edna Feighner, that there are three cellar holes in the area; two off White Oak Road that will not be impacted, and one off NH Route 28 that most likely will be impacted as part of the roadway improvements. Its location has been GPS'd and the archaeologists will be made aware of the pending impacts.

It was agreed that if the NHDOT works with the homeowner to reconstruct the stone wall at the Chelsey-Aiken House (parcel 15), there will be No Adverse Effect to this property. (See Determination of Effect table filed at NHDHR for expanded effect evaluation and reasoning.)

It was agreed that because of the introduction of an expanded intersection at a higher elevation and an associated large retaining wall at the rear of the property, and impacts to the stone wall, there

will be an adverse effect to the former White Oak School House (parcel 19) (See Determination of Effect table filed at NHDHR for expanded effect evaluation and reasoning.). It was agreed that the slope work will be limited to avoid as much impact to the stone wall as possible, however where impacted it will be rebuilt. If portions need to be relocated, the NHDOT will work with the homeowner to determine the best location, most likely the proposed ROW line. The NHDOT will also work with the homeowner on the design of the retaining wall proposed along White Oak Road. The NHDHR suggests a natural treatment be applied, attempting to blend in with the surrounding environment as much as possible.

L. Black asked about drainage issues with the property, and how the department will be addressing those. D. Lyford noted that NH Route 28 will be further away from the house, and things like snow plow spray and melt should have ample space to drain properly, away from the property, as is being designed.

Storm water run off on parcel 19 will decrease from the existing situation to the proposed improved condition. In the existing condition, water flows under NH 28 from the SE corner of NH 28 and Peacham Rd to the SW corner and west along the road side of White Oak Road where it enters an open ditch on the NW corner of parcel 19 and then flows under Yield Road and into a stream. In the proposed condition, water collected at the SE corner of NH 28 and Peacham Rd will now flow through a closed drainage system to the NW corner, be directed west through a wetland parallel to White Oak Road and into a culvert crossing both White Oak and Yield Road, outleting in the same stream as the existing condition, but bypassing parcel 19. An inlet will be added to the culvert crossing White Oak and Yield Road to accommodate drainage of parcel 19 in the NW corner of the parcel. Water flowing off the new embankment for NH 28 will be picked up in a ditch prior to parcel 19 and flow south to an inlet between NH 28 and Yield Road.

L. Black asked about other mitigation options for impact to the historic schoolhouse setting; because there are visual and potential atmospheric elements that are being impacted with the addition of two substantially larger roads to the triangular lot's setting. L. Black suggested looking into a context on the historic school houses/districts in Barnstead. She noted that it would be important for Barnstead to have that educational history of their town. S. Charles noted that often short histories on historic school houses appear in town histories or historical society archives or on websites, complete with photographic images and brief biographical information about each school house. D. Lyford noted that the Department felt that the impacts were mostly property specific related, and wanted to focus efforts on making the existing property owners happy with the intersection improvements. It was not believed by NHDOT that the setting would be impacted in such a way to warrant further mitigation, however NHDOT will work with the Town and Historical Society on what they believe is reasonable mitigation. NHDHR felt that the adverse effects were on the property's significance of its historical associations with the educational context in the town and therefore were not property specific. L. Black noted that the Barnstead Historical Society includes the history of education in their research efforts/function and maintains an exhibit space at the library according to their website. This might be an avenue to explore to for a small public exhibit.

It was agreed that the DOT would look into what existing information has been gathered in Barnstead to date on their historic school houses/districts, and ask the Town and Historical Society

if they would be interested in such data being collected and potentially placed on a website. E. Feighner also suggested asking at the Public Hearing if anyone had information or photographs of schoolhouses.

Follow up:

J. Edelmann drafted an Adverse Effect Memo, DHR has reviewed, and edits to the draft were made. The draft was resent to DHR on August 10, 2012. The Memo states, "The NHDOT will work with the Town to discuss possible measures to mitigate the visual and atmospheric changes to the landscape and setting of the former school house, that impact its historical association to the educational context of the town. NHDOT will research the possibility of gathering contextual information on the historic school districts in Barnstead for public distribution (i.e., pamphlet or website), and work with the Town, the historical society and the Oscar Foss Memorial Library on content, format and distribution. Final mitigation measures will be stipulated in the Memorandum of Agreement."

A Draft Categorical Exclusion/Section 4(f) Evaluation for the NH Route 28/White Oak Road/Peacham Road Intersection Improvement Project, Barnstead, X-A001(174), 14121E was compiled by Kevin Nylan on August 16, 2012.

On July 26 and August 8, 2012, S. Charles contacted David Murley, member of the Town Planning Board (former Chairman) and member of the Master Plan Committee. A brief summarizing NHDOT's intent to work with the town on mitigation options was written and forwarded to assist D. Murley in presenting this information to the town. Murley indicated that the town histories (particularly Jewett 1872) and the oral history project of the 1980s do a good job of covering the history of Barnstead schools. Murley brought up the topic of project related mitigation options in several town planning board meetings and the issue is being discussed.

On July 12, 2012, an email request for information and discussion was also sent to the reference librarian at the Oscar Foss Memorial Library. No response had been received as of August 16, 2012.

On July 12, 2012, S. Charles spoke by telephone with Jean Eastman, the Treasurer of the Barnstead Historical Society, and local historian, Steward "Twink" Merrill. Merrill affirmed Barnstead formerly had 18 school districts, established in 1839 (Town Records). The White Oak School may have been built that year or soon after. Merrill is not aware of any historic photograph of this school, although he has seen and compiled photographs of other schools. Information in the town records detail school, teachers' wages, the number of students, etc. Merrill does not see the need for additional research and verification of details that are provided in the Town Records and in the town histories.

Discussion of project options with Merrill and Murley included a compilation of a history of the White Oak School and schools in Barnstead, historic and current images of the White Oak School and other schools, and the possibility of posting this information on their town website.

### **Belmont, X-A001(182), 16202**

**Participants: Jill Edelmann, NHDOT**

Jill Edelman provided update on project associated with the proposed intersection improvements along NH Route 140, Jamestown Road and South Road. Photographs of additional houses were reviewed during the meeting following Laura Black's request for additional information in the comments for the RPR dated July 3, 2012.

Photographs were provided for all the adjacent structures, and were reviewed. L. Black needed to know about the proposed work in the southwest quadrant of the corner of NH Route 140 and South Road, particularly regarding impacts to the tree line and any property acquisitions needed in that area.

These areas will be reviewed with the project manager. If the tree line is to remain intact on the property in question, it was agreed that the project would have No Historic Properties Affected. If impacts extend past the tree line the project will need additional review.

Follow up: Matt Urban confirmed the project will not go beyond the existing tree line and the view shed from the above questioned property will not be altered by the proposed intersection improvements. A No Historic Properties Affected memo was drafted by J. Edelmann and signed by the FHWA and NHDHR.

#### **Portsmouth, STP-X-5379(025), 13455**

**Participants: John Butler, Kevin Nyhan, Alex Vogt, NHDOT; Jamie Sikora, FHWA; Ken Herrick, Albacore Park/Port of Portsmouth Maritime Museum Association; David Allen, City of Portsmouth; Jack Hunter, Friends of Albacore Park; Richard Candee, Portsmouth Historical Society**

The following items were discussed in a review of the Albacore Connector Road options.

The No Build alternative, which would remove the existing connector road, would not meet the project Purpose and Need as there would not be a “permanent connection” between Market Street and the US Route 1 Bypass to facilitate access to downtown Portsmouth and across the Piscataqua River in the event that any of the three bridges crossing the Piscataqua are closed.

Jill Edelman indicated other alignments were avoided that would impact the historic district neighborhood of Christian Shore and the National Historic Landmark Jackson House.

As such, three options, which meet the Purpose and Need, were reviewed and discussed as proposed design alternatives for the Albacore Connector Road.

#### **Option 1: Formalize Existing Connector Road**

This option, following the purchase of the ROW that would become a city street, would retain the existing connection road on the property with some modifications, including the removal of the Jersey barriers, installation of more permanent guardrail, upgrade temporary signals, repave and re-stripe roadway, construct a sidewalk connecting Market Street to Albacore Park, and install drainage. John Butler indicated the design could include the construction of a catch basin in front of the submarine to improve drainage, although these issues do not seem to be caused by the current design. This is the most cost effective design.

Ken Herrick indicated Albacore Park representatives needed to consider property valuation in order to become willing sellers. Furthermore, while they view this alternative as a preferred option, they believe the strategy results in substantive loss and is an adverse effect necessitating mitigation.

Laura Black voiced concerns with alignment, elevation, and view shed designs that separated the landmark from the water, as well as the presence of the existing jersey barriers.

### **Option 2: Alternative Connector Road Alignment On Site**

This option would eliminate the existing connector road and create a route north of the submarine and parking lot. While this option would likely diminish the likelihood of queuing backups, concerns were voiced that this option results in : greater physical impacts to Albacore Park including bisecting the parcel and substantially reducing the parking lot size; an alignment that extends close to the residential Leslie Drive neighborhood; and higher cost.

Numerous concerns were voiced regarding this option. Ken Herrick indicated the option would cut the park in half, annoy neighbors, and was looked upon unfavorably by the Albacore board of directors. Richard Candee indicated the option bisected the park, cut the landmark and parking lot from the water, and that the 100 foot ROW encroached upon the sub's basin. Consequently Candee and Merrick indicated they were opposed to any road alignment west of the submarine.

### **Option 3: Avoidance-Connector Road on New Alignment**

This option extending Cutts Avenue to Market Street would eliminate the existing connector road and create an alternative alignment that avoids Albacore Park, but is substantially longer, routes traffic along an existing dead-end residential street, requires the acquisition of at least 3 homes, and is less efficient as a connector road.

### **Discussion**

Dave Allen voiced concern associated with Option 2 and 3.

Ken Herrick indicated that Option 2 is unacceptable. Option 3 is good from Albacore Park perspective, but not from the Town's perspective. The Park would prefer Option 1 or No Build, depending on the outcome of negotiations.

The widespread consensus was that the cons of Options 2 & 3 outweigh the pros, and that Option 1 was the best alternative.

Jamie Sikora indicated the FHWA is reviewing the eligibility of Albacore Park, including issues concerning the significance of the landmark's site and location away from the water. Views of the river and Long Bridge remain. Sikora affirmed that the significance is not reliant on the park and that the road is not an obstacle. If the boundary is the basin, then FHWA would determine that the design plan would result in No Adverse Effect. Sikora also indicated former documentation indicated the Park representatives thought the existing road could enhance access. Sikora indicated to date the FHWA position is that the impact is not adverse and the view shed remains the same. FHWA is drafting a letter and will send documentation to the Secretary of Interior for review to assist in the Determination of Effect. Sikora concludes the Park will most likely not be evaluated as a 4(f) resource.

Ken Herrick affirmed that there will be no historical significance impact on the Albacore, however the Albacore Board believes there will be impact on the historic integrity of the property as the 1986 National Historic Landmark application indicates integrity of setting was a contributing element. The question remains whether the integrity of the park is deemed a significant factor. J Sikora indicated that many questions will be answered by the Secretary of the Interior's letter regarding eligibility and effects.

Herrick will draft a letter of concerns with mitigation suggestions after he presents information to the Board. He requested continued communications and negotiations pertaining to the value of the ROW and the project, and that the road be considered an adverse effect, and mitigation options be considered. He requested adverse effect mitigation options be presented in writing. They would also be looking at improvement options.

Next step is ROW negotiations where the Albacore Park needs to be a willing seller, NHDOT needs to be a willing buyer, and any adverse effects need to be determined and mitigated.

Herrick indicated the road was originally introduced as a temporary measure 6 years ago and that the ROW easement option ends on October 31, 2012. Kevin Nyhan asked if the ROW decision needs to be determined 60 days prior (August 31) as this date was soon approaching, especially as the project needs to go through the NEPA process. This date is still on the table.

Richard Candee concurred the existing Option 1 is better than alternatives, but does have negative impacts on the resource so mitigation is needed. L. Black and R. Candee indicated steps be taken to minimize the adverse effects on the landmark and setting. L. Black also pointed out that the adverse effect on the resource does not have to be a direct impact but can be an indirect impact, such as building a power plant in an agricultural rural setting. R. Candee affirms the road has an adverse effect on setting and atmosphere.

Laura Black questioned if there is a larger need for the connector road with the proposed Long Bridge repairs. John Butler does not believe this is a factor and that traffic on Market Street would diminish. Ken Herrick considers the connector road important and thought NHDHR letter affirmed this.

Jill Edelman indicated comments have not been received from the State of Maine. Laura Black suggested including the Cultural Resources contact at the Portsmouth Navy Yard. Jaime Sikora and Kevin Nyhan indicated the Navy and two Kittery Yard unions have not responded to former queries.

On July 20, 2012, Ken Herrick of Albacore Park indicated a unanimous vote was cast by the Board of Directors of The Port of Portsmouth Maritime Museum Association recommending that "The New Hampshire Department of Transportation utilize our Albacore Park Phasing Site Plan 1 as a primary design constraint in the development of a final design for The Permanent Albacore Connector Road's Right-of-Way and pavement footprint." They also indicated that this property plan "best represents our future plans for the section of Albacore Park immediately to the west - northwest of the proposed permanent connector road."

## **RPR Form Review**

**Participants: FHWA, NHDHR, NHDOT Cultural Resources staff**

The NHDHR is in the process of revising their Request for Project Review Form, accompanied with continued review between the three agencies.

Submitted by: Jill Edelmann & Sheila Charles, NHDOT Cultural Resources

<http://www.nh.gov/dot/org/projectdevelopment/environment/units/technicalservices/crmeetings.htm>